

Handbook of Rules and Guidance
for the National Safety Camera
Programme for England and Wales
for 2005/06

Department for Transport
Great Minster House
76 Marsham Street
London SW1P 4DR
Telephone 020 7944 8300
Web site www.dft.gov.uk

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ISBN 1 904763 43 X

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Printed in Great Britain on material containing 75% post-consumer waste and 25% ECF pulp.

November 2004

Product Code 45TSRLM02281

Contents

Preliminary statement	6
Executive summary	7
1 Programme background, aims and results	10
1.1 Background to the programme	10
1.2 The aim of the national safety camera programme	11
1.3 Programme results to date	11
1.4 Programme handbook for 2005/06	12
2 Programme governance arrangements	13
2.1 National structure	13
2.2 Local partnership structure	14
2.3 Programme communications	16
3 Site definitions and enforcement requirements	19
3.1 Casualties and collisions	19
3.2 Safety camera site definitions	20
3.3 Programme site categories	21
3.4 Non-programme sites	23
3.5 Covert enforcement	23
3.6 Site lengths	24
3.7 Partnership enquiries	24
4 Signing, visibility and conspicuity rules	25
4.1 Site signing rules	25
4.2 Site conspicuity and visibility rules	26
5 Partnership review of collisions and existing sites	27
5.1 Annual review	27
5.2 Review of existing sites	27
5.3 Changes to existing sites	29
6 Selection of proposed sites	30
6.1 Rules for proposed sites	30
6.2 Collision data	33
6.3 Guidelines for conducting speed surveys	33
7 Performance and on-going data monitoring	35
7.1 The purpose of data monitoring	35
7.2 Data monitoring process and reporting	35

8	Partnership communications function	37
8.1	Overview of the communications function	37
8.2	Working with the media	38
8.3	Providing information	38
8.4	Publicity campaigns	38
9	Partnership operations and allowable spend	39
9.1	Overview of the cost recovery system	39
9.2	Allowable fixed penalties	40
9.3	Allowable expenditure	40
9.4	Procurement policies	50
10	The annual accounting process	51
10.1	Budget approval	51
10.2	Grant payments	52
10.3	Quarterly reporting	53
10.4	Year-end audit arrangements	54
10.5	Financial performance	55
11	Annual partnership approvals process	56
11.1	Operational case	56
11.2	Content of the operational case	56
11.3	Outline timetable for operational case submission	58
11.4	Changes to operational cases	58
	<i>APPENDIX A: Glossary</i>	59

Acknowledgements

This report has been produced for the Department for Transport with assistance from the Handbook Working Group comprising representation from partnerships, the Department, the Highways Agency, Centre for Transport Studies, Association of Chief Police Officers (ACPO), the National Safety Camera Liaison (NSCL), the County Surveyors' Society and the Scottish Executive.

Preliminary Statement

The vast majority of speed and red-light cameras used on the roads are operated by safety camera partnerships. Most police and local authorities have now joined the national programme. The rules and guidance contained in this handbook apply only to those camera sites operated by these partnerships.

This handbook defines the rules and guidelines that partnerships within the national safety camera programme in England and Wales are required to follow.

Depending on the alleged offence, drivers/registered keepers of vehicles detected by safety cameras can be prosecuted for committing offences covered by the Road Traffic Offenders Act 1988, the Road Traffic Act 1988 or the Road Traffic Regulation Act 1984 and their subsequent amendments.

Compliance with these rules has no bearing on the enforcement of offences detected by the use of safety cameras. Non-compliance with these rules and guidelines by a partnership, or representative of a partnership, does not provide any mitigation of, or defence for, an alleged offence under current UK law committed by a driver or registered keeper.

Executive Summary

This handbook sets out the rules and guidance relating to the national safety camera programme in England and Wales for 2005/06. It switches emphasis from the initial roll out of the programme and the establishment of new camera sites to the on-going management of partnerships.

The safety camera programme's objective is to reduce deaths and serious injuries on our roads by reducing the level and severity of speeding and red-light running. The aim is to do this by preventing, detecting and enforcing speed and red light offences, including by encouraging changed driver behaviour, through local safety camera partnership's approved programmes of work. The programme supports Great Britain's Road Safety Strategy and its ambitious targets for casualty reduction

The Government's Road Safety Strategy, published in 2000, set targets of a 40% reduction in the number of people killed or seriously injured by 2010, compared to the average for 1994-98, and 50% reduction in number of children killed or seriously injured.

Following the legislation in 1991 which permitted the use of safety cameras to detect road offences, the programme was introduced in 2000 to allow the costs of prevention, detection and enforcement of speed and red-light offences detected by cameras to be reclaimed from the related fines. Following a successful trial, the programme was extended nationally, and is now operating across most of the UK.

An independent review of the programme's first three years 2000/01 to 2002/03, carried out by University College London and PA Consulting Group, concluded that the programme was contributing to reduced collisions, casualties and deaths.

The national safety camera programme is managed by a number of government departments and key stakeholders

The Department for Transport (DfT) and its Ministers have lead responsibility for managing the programme, together with the HM Treasury, the Home Office and other Departments.

A national safety camera programme board assists the DfT in overseeing the programme, including representatives of the police, local government, the Scottish Executive and the Welsh Assembly Government.

The enforcement of speed and red-light offences is delivered through local partnerships of police, highway and other authorities

Local partnerships have been formed to deliver the programme. These comprise local authorities, the police, the Magistrates' Courts, the Highways Agency (where appropriate) and other key stakeholders, including the local health authority, to ensure that the safety camera programme operates in the most effective way.

Partnerships' objectives are to prevent, detect and enforce speed and red-light camera offences, including encouraging road users to drive safely and legally, with the overall objective of reducing road collisions, casualties and deaths.

Partnerships set out their proposals for the operation of cameras for the year ahead in an operational case

The operational case sets out the partnership's proposals for the forthcoming year in terms of their financial proposals, their governance arrangements, the enforcement strategy, and confirmation of compliance with the programme's rules and guidance. Each year this case is assessed and approved by Ministers, with the advice of the national safety camera programme board.

The safety camera programme is based on visible speed enforcement, ensuring maximum opportunity for drivers to keep to speed limits

Clear rules are set out defining how cameras should be signed. All speed camera sites must also be conspicuous and visible.

Vehicle activated signs (VAS) and speed indicator devices (SID) which meet DfT signing regulations may also be used at core or roadworks sites with the objective of securing the most effective impact through preventing and reducing speeding and collisions.

The police have statutory discretion to undertake speed enforcement separately from the programme, including covert speed enforcement to deal with exceptional circumstances. This police enforcement does not form part of the safety camera programme. The police and partnership should work closely together to ensure that enforcement activity is complementary.

Partnerships are asked to review their existing sites to ensure that the deployment of cameras and enforcement resources achieves the maximum road safety benefit

As the programme matures, the systematic evaluation of existing sites becomes more important as circumstances may have changed. Partnerships are asked to look in particular at:

- camera sites where a good safety record has been achieved, assessing whether they need to be retained for maintaining effective compliance
- sites where there appears to be a continuing problem of high numbers of collisions notwithstanding the use of cameras, assessing whether further or different action should be taken.

Partnerships are also asked to select the type of camera (fixed, mobile or other) for each site, and to deploy camera resources between cameras, on the basis of securing the maximum road safety benefit.

New sites must comply with national rules and guidance

There are clear criteria and rules for new sites covering the site's casualty history, together with requirements on the site length, the levels of speeding, and the need to ensure that a camera is the best solution.

Partnerships are also able to enforce at exceptional sites, including sites where the community have expressed concerns about speeding and casualties. To maintain the programme's focus on casualty reduction at the core sites with the most serious collision history, exception sites must not exceed 15% of total camera time.

Performance measurement must be monitored on a regular basis

Partnerships are required to monitor the success of the programme in their area, both to inform local enforcement strategies, and to help the achievement of national road safety objectives. A standard reporting tool is available to do this. Using this information an independent assessment of the results and performance of the national programme will be performed.

Local communications underpins the drive to reduce casualties through changing driver behaviour

As part of their operational case, partnerships are asked to demonstrate that they have developed communications plans to increase understanding and awareness of the programme in their partnership area, to help change driver behaviour related to excessive speeding and red-light running and to demonstrate the role safety cameras play in preventing casualties and collisions.

Partnerships' communications staff should work closely with key stakeholders to ensure that all communications activity is complementary and messages are communicated consistently. They should also disseminate messages from national initiatives, such as the THINK! campaign.

The costs of approved camera operation and enforcement are reclaimed by partnerships

Subject to strict rules with regard to allowable expenditure, partnerships can recover the costs directly attributable to the prevention, detection and enforcement of speed and red-light offences detected by cameras, including encouraging drivers to change their behaviour.

Each partnership is required to have their record of expenditure and receipts audited

As part of the annual operational case, each partnership is required to submit details of their expected financial expenditure for the following year. Once approved, this provides the basis for monitoring actual spend and partnerships are paid grants accordingly.

Within each partnership, a lead partner (normally a local authority) is responsible for maintaining the record of expenditure and receipts for the partnership. The partnership's records are audited each year by the auditor appointed to the lead authority by the Audit Commission.

Chapter 1

Programme background, aims and results

1.1 BACKGROUND TO THE PROGRAMME

In 2000, the Government published its ten-year road safety strategy¹. This set out challenging casualty reduction targets for 2010 to achieve (compared with the average for 1994-1998):

- 40% reduction in the number of people killed or seriously injured (KSI)
- 50% reduction in the number of children killed or seriously injured
- 10% reduction in the slight casualties rate, expressed as the number of people slightly injured per 100 million vehicle kilometres.

The road safety strategy also set out a wide range of initiatives to achieve these targets, including the introduction of a cost recovery programme for speed and red-light camera enforcement (the programme).

Research has demonstrated that reducing excessive and inappropriate speeds on roads can reduce the number of collisions and severity of injuries. The Transport Research Laboratory (TRL) reported in 1993 that every 1mph reduction in average speed led to a 5% reduction in collisions². A study in 2000³ confirmed this figure.

A study in 1996⁴ concluded that, whilst speed and red-light cameras were effective in reducing road casualties, the full benefits were not being realised due to budgetary constraints.

In April 2000 the Department for Transport (the DfT), working together with Her Majesty's Treasury (HMT) and other key stakeholders, piloted a scheme whereby fixed penalty receipts from offences detected by speed and red-light cameras were used to cover the costs of camera installation and enforcement. Eight partnerships across the UK, comprising representatives from local authorities⁵, police forces, Magistrates' Courts and other key stakeholders, were set up to pilot the arrangements.

In April 2001, legislation was introduced that enabled full national roll-out. By April 2004, 35 partnerships in total had joined the programme.

¹ *Tomorrow's roads – safer for everyone* (2000), The Government's road safety strategy and casualty reduction targets for 2010.

² Finch D, Compfner P, Lockwood C and Maycock G (1993). *Speed, Speed Limits and Accidents*. Transport Research Laboratory (TRL), Crowthorne.

³ Taylor M, Lynam D and Baruya A (2000). *The effects of driver speed on the frequency of road accidents*. TRL report 421, Crowthorne.

⁴ Hooke A, Knox J and Portas D (1996): *Cost benefit analysis of traffic light and speed cameras*; Police Research Paper 20, Police Research Group, Home Office, London.

⁵ Throughout the document the word local authority is used to denote the local authority including the highways authority. It may also be used to refer to the traffic authority including the Highways Agency and the Welsh Assembly Government where responsibility falls to them.

1.2 THE AIM OF THE NATIONAL SAFETY CAMERA PROGRAMME

The aim of the programme is casualty reduction and is a key driver to meeting the 2010 casualty reduction targets. The programme also aims to educate drivers about the consequences of speeding and to improve compliance with speed limits and traffic signals.

The first three-year review of progress against the 2010 targets was published in April 2004⁶. Casualty data to 2002 indicated that good progress is being made towards the two KSI targets with reductions of 17% in KSI casualties and 33% in child KSI casualties. In addition, the slight casualty rate target has already been achieved with reductions of 12% against the baseline, although the report is cautious as to whether this has been achieved as a result of genuine improvements in safety.

1.3 PROGRAMME RESULTS TO DATE

In June 2004, a report was published⁷ on the first three years of the programme (April 2000 to March 2003). Twenty-four partnerships were included in the analysis. The results were as follows.

Extract from 'The national safety camera programme – three year evaluation report' PA Consulting Group and University College London, June 2004:

- **Vehicle speeds were down:** surveys showed that vehicle speeds at speed camera sites had dropped by around 7% following the introduction of cameras. At new sites, there was a 32% reduction in vehicles breaking the speed limit. At fixed sites there was a 71% reduction and at mobile sites there was a 21% reduction. Overall, the proportion of vehicles speeding excessively (i.e. 15mph above the speed limit) fell by 80% at fixed camera sites and by 28% at mobile sites.
- **Both casualties and deaths were down:** after allowing for the long term trend there was a 33% reduction in personal injury collisions (PICs) at sites where cameras were introduced. Overall, this meant that 40% fewer people were killed or seriously injured. At camera sites, there was also a reduction of over 100 fatalities per annum (40% fewer). There were 870 fewer people killed or seriously injured and 4,030 fewer personal injury collisions per annum. There was a clear correlation between reductions in speeds and reductions in PICs.
- **There was a positive cost-benefit of 4:1:** In the third year, the benefits to society from the avoided injuries were in excess of £221 million, compared to enforcement costs of around £54 million.
- **The public supported the use of safety cameras for targeted enforcement:** this was evidenced by public attitude surveys both locally and at national level.

Overall, safety cameras have reduced collisions, casualties and deaths.

⁶ *Tomorrow's roads – safer for everyone: The first three year review* (2004) Department for Transport.

⁷ *The national safety camera programme – three-year evaluation report*. PA Consulting Group and University College London (2004).

1.4 PROGRAMME HANDBOOK FOR 2005/06

Previous versions of the handbook focussed on the initial rollout of the programme and the establishment of new camera sites. With most partnerships now operating within the programme, and the majority of priority sites being covered, this handbook now switches emphasis to the ongoing management of partnerships – whilst at the same time recognising that partnerships will be at different levels of maturity.

This handbook sets out the rules and guidance applying to the programme in England and Wales for 2005/06. These do not, in all cases, apply retrospectively to existing sites. Rules are clearly identified throughout this document in separate boxes. They are defined as mandatory items that partnerships are required to adhere to for the costs to be reclaimed, unless a specific exemption has been obtained through the national safety camera programme board. Partners, or the partnership, may operate outside of these rules without an exemption as long as this is funded from the partners' own resources. Exemptions must be requested on a site-specific basis, where appropriate, outlining the reasons for seeking the exemption and why the particular rule cannot be met. Guidance represents good practice which partnerships are expected to consider, but is not mandatory.

The handbook will continue to be reviewed in the light of experience and policy developments.

This handbook is structured as follows:

- chapter 2 outlines the **structure of the programme** nationally and at a local level and sets out the respective responsibilities for communications
- chapter 3 provides definitions for **standard terminology** with respect to sites and outlines the requirements for enforcement
- chapter 4 details the **signing, visibility and conspicuity** rules applying to all sites
- chapter 5 provides guidance on partnerships' **annual review of existing sites**
- chapter 6 specifies the **selection criteria** and approval process for proposed sites
- chapter 7 outlines the performance and ongoing **data monitoring** requirements for partnerships
- chapter 8 provides a high-level summary of the partnership **communications function**
- chapter 9 details allowable **expenditure and receipts**
- chapter 10 outlines the **financial accounting and control** procedures
- chapter 11 details the process for submission, assessment and approval of partnerships' **operational cases**.

Chapter 2

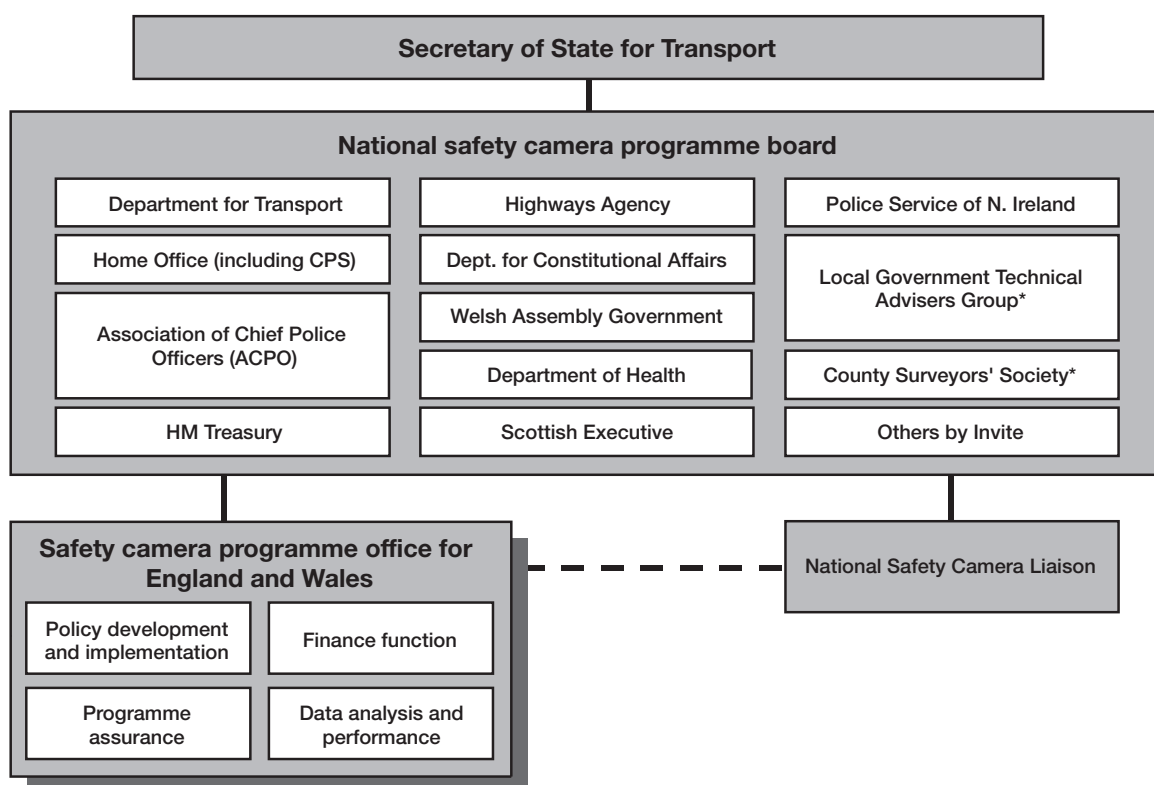
Programme governance arrangements

This chapter outlines the national structure, the local partnership structure and the programme communications function, outlining the respective responsibilities at each level.

2.1 NATIONAL STRUCTURE

Figure 1 shows the current national governance arrangements for the safety camera programme as it applies to England and Wales. Scotland and Northern Ireland have separate arrangements, not covered in this document, and report separately into the national safety camera programme board.

Figure 1: National safety camera programme structure



* Representing local authorities

2.1.1 The Secretary of State for Transport

The Secretary of State for Transport is responsible for overseeing the programme on behalf all other ministers with an interest in the programme.

2.1.2 National safety camera programme board

The national safety camera programme board advises ministers on the overall policy, strategy, direction and performance of the programme. It also advises them on decisions on partnerships' annual operational and financial proposals as outlined in a document known as an operational case.

The board has a remit across the UK with the DfT, in consultation with the Welsh Assembly Government, leading in England and Wales and the Scottish Executive leading in Scotland.

The board comprises representatives of the government departments involved in the programme and other key stakeholders. It meets quarterly, or more frequently if necessary.

2.1.3 Programme office

Located within the Road Safety Division of DfT, the programme office supports the national board in overseeing the operation of the programme. The programme office is responsible for supporting, guiding, monitoring and reviewing the performance of partnerships against the national policy objectives. Its remit includes:

- partnership support, development and liaison
- development of the handbook of rules and guidance to partnerships and other stakeholders
- assessment of partnerships' operational cases
- financial and performance monitoring and support
- data management and analysis
- research, knowledge management and policy development
- reporting on the operation of the programme
- identification and dissemination of best practice.

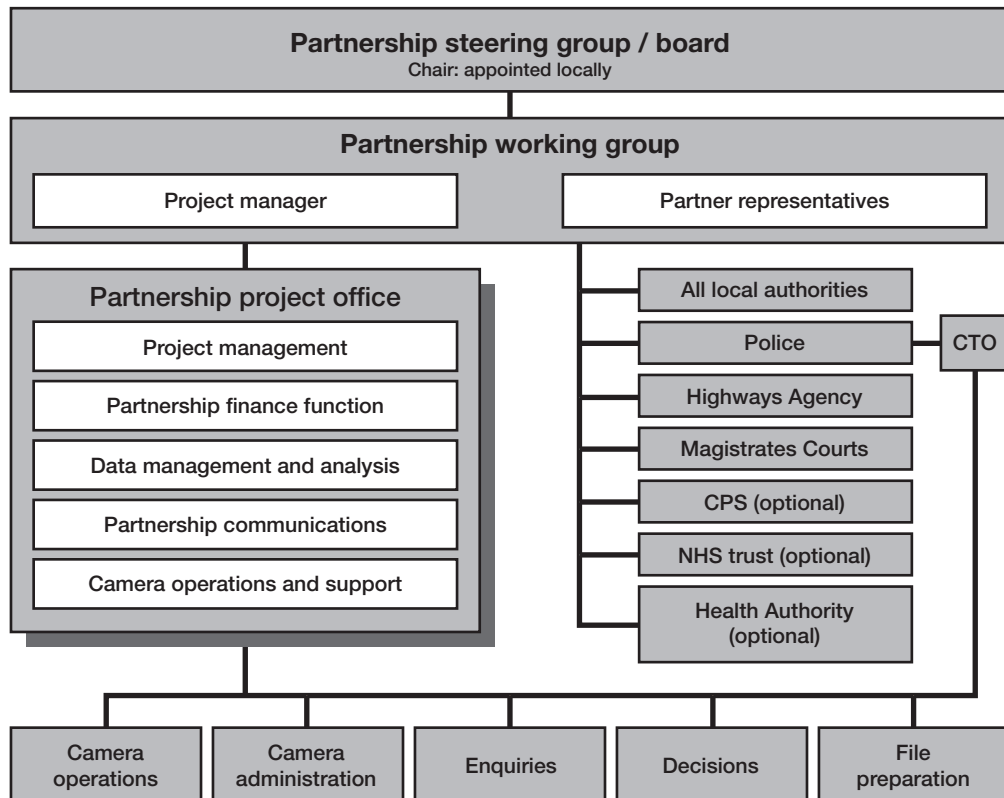
A similar programme office exists in the Scottish Executive to provide support to Scottish partnerships.

2.2 LOCAL PARTNERSHIP STRUCTURE

A safety camera partnership is a joint collaboration between a group of local organisations. Membership must comprise the local authorities, police, Magistrates' Courts and, where appropriate, the Highways Agency. It may also include other local stakeholders such as health authorities. The members work together in partnership, under a mutually agreed Memorandum of Understanding (MoU) sometimes referred to as a Service Level Agreement (SLA). Each member of the partnership remains accountable to its parent body. The partnership works with all relevant stakeholders to ensure that its enforcement policy is integrated and consistent with other local road safety initiatives, such as engineering and education.

There is no set model for a partnership structure. However, figure 2 shows a typical structure of a safety camera partnership.

Figure 2: Typical structure of a partnership



2.2.1 Partnership steering group/board

All partnerships are required to have a steering group to oversee the strategic direction and overall running of the partnership. This is made up of senior representatives of each partner with a remit to agree the strategy of the partnership, ensuring that this is aligned with the broader road safety objectives of the area. Each partner brings its specific expertise.

Generally, the steering group should meet quarterly to review the strategic and operational performance of the partnership against the operational case. At certain times it may be necessary for the steering group to meet more frequently.

The chairperson of the steering group has responsibility for ensuring the effective management of the partnership towards delivering the operational case. The steering group may decide to rotate the chairperson among the partners on a regular basis to encourage stakeholder engagement.

2.2.2 Partnership working group

The partnership working group is responsible for ensuring that all functional teams across the partnership work cohesively to deliver the operational case, resolving any issues that may hinder progress.

It should include at least one representative from each of the key partners involved in the operation of the partnership, including key members of the project

office. The group should be accountable to the partnership steering group and should meet at least quarterly.

2.2.3 Partnership project office

The partnership project office manages the day-to-day operation of the partnership. The project office should be led by a dedicated project manager, supported by a team with the roles of communications manager, data analyst and finance officer. Staff are usually employed by one of the organisations within the partnership.

The project manager has full responsibility for managing all activities and ensuring the effective operation of the partnership by overseeing the preparation and delivery of the operational case in line with programme rules. This will include analysing and advising on proposed sites, monitoring the impact of camera activity, engaging with stakeholders, monitoring budgets, identifying efficiency improvements and implementing best practice.

2.2.4 Central Ticket Office (CTO)

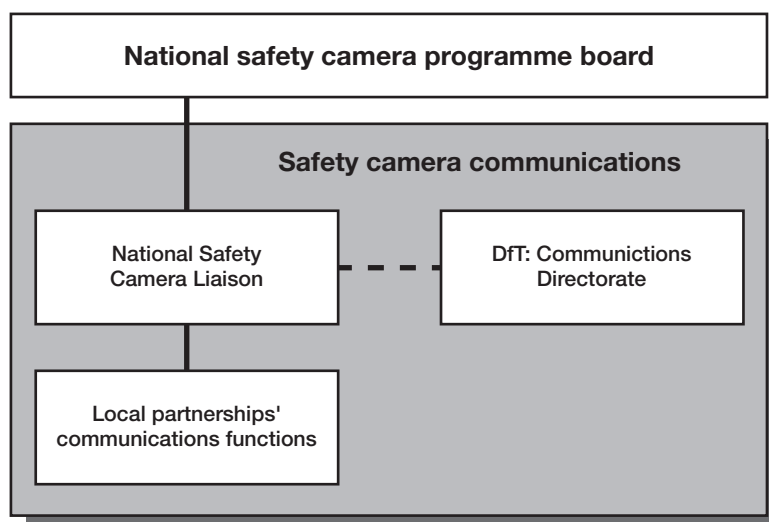
The processing and enquiries function is often known as the CTO. It is the back office administration function responsible for processing fixed penalty offences, dealing with enquiries and the preparation of court files resulting from offences detected from speed and red-light camera enforcement. It is generally managed by the local police, although a significant amount of the operation within the CTO involves safety camera enforcement and is, therefore, closely linked with the project office.

2.3 PROGRAMME COMMUNICATIONS

Communications activity is an important part of the safety camera programme. All communications activity should promote the overall aim of the safety camera programme: to reduce casualties and collisions.

Communications activity is conducted at both local and national level. The relationship between all organisations involved is outlined in figure 3 and respective responsibilities explained below.

Figure 3: Safety camera communications function



2.3.1 Department for Transport

Policy

DfT has sole responsibility for promoting and communicating messages on safety camera government policy.

Operation of the national programme

Messages about the national management of the programme are also to be communicated primarily by DfT with detailed input from partnerships and the National Safety Camera Liaison (see below) as required.

National speed reduction publicity programmes

At national level, the THINK! campaign aims to change drivers' attitudes to speeding, as well as other behaviour that can lead to casualties and collisions. All THINK! related activity and national publicity campaigns will continue to be led by DfT. Partnerships are encouraged to make the most of the THINK! materials available to them to disseminate messages about speed reduction but are not permitted to engage in their own national publicity campaigns.

2.3.2 National Safety Camera Liaison

The National Safety Camera Liaison (NSCL) operates as the voice of partnerships, representing them collectively at a national level. It has a spokesperson with the following communications functions:

- **corporate communications:** being a source of guidance and information for local communications managers. This includes providing partnerships with relevant communications updates from central government, maintaining a website to share good practice and helping to ensure partnerships have access to THINK! publicity materials on which to base local communications activity
- **media relations:** engaging proactively and reactively with the media and helping to co-ordinate local communications activity so it generates a consistent national message
- **stakeholder liaison:** working closely with the programme office, liaising proactively with wider stakeholders with an interest or role to play in the debate on safety camera enforcement and the dangers of excessive speed, to raise awareness of the aims and benefits of the programme.

The spokesperson should remain accountable to partnerships by seeking regular feedback through formal and informal channels. The spokesperson is also accountable to the programme board through regular communications updates and the presentation of an annual communications strategy. The spokesperson is expected to work closely with the programme office and colleagues in the Communications Directorate at DfT.

2.3.3 Local communications

Each partnership is required to have a local communications manager to proactively and reactively promote messages about the local operation of the programme. A detailed break down of allowable local communications activity is outlined in section 9.3.2. The local communications managers are expected to work closely with the national spokesperson as well as the programme office and DfT communications directorate when required.

At a local level, local authorities and police authorities are responsible for communicating wider road safety messages and this includes the dangers of inappropriate as well as excessive speed. Funding for wider road safety communications activity is already provided for in authorities' main government funding, and cannot be reclaimed.

Partnerships are encouraged to work closely with all local partners to ensure that their respective communication initiatives are co-ordinated and consistent, for maximum impact.

Chapter 3

Site definitions and enforcement requirements

This chapter provides definitions of programme-wide terminology for sites and enforcement requirements, including casualties and collisions, safety camera sites, categories of sites, site lengths and partnership enquiries.

3.1 CASUALTIES AND COLLISIONS

Camera sites are selected (as set out in section 6.1) on the basis of their history against a combination of Personal Injury Collisions (PIC) and Killed and Seriously Injured (KSI) collisions as well as other factors, such as speed. Sites are monitored and evaluated against PIC (collisions) and KSI casualties. These are defined in STATS20⁸ and summarised below.

3.1.1 Personal injury collisions

A PIC is a collision resulting in personal injury occurring on the public highway (including footways) in which a road vehicle is involved and which becomes known to the police within 30 days of its occurrence. One collision may give rise to several casualties. Damage-only collisions are excluded.

Personal injury collisions are classified according to the severity of the injury occurring. Three classifications exist as defined below:

- **slight** – an injury of a minor character, such as a sprain, bruise or cut, which is not judged to be severe, or slight shock requiring road-side attention. This definition includes injuries not requiring medical attention
- **serious** – an injury for which the person is detained in hospital as an in-patient, or any of the following whether or not the casualty is detained in hospital: fractures, concussion, internal injuries, crushings, severe cuts and lacerations, severe general shock requiring medical treatment and injuries causing death 30 or more days after the collision
- **killed** – human casualty who sustained injuries that caused death less than 30 days after the collision.

For the purposes of site selection and definition, killed and serious injury collisions at a site are added together to provide the number of KSI collisions. Adding the number of KSI and slight collisions together provides the PIC count.

⁸ Department of the Environment, Transport and the Regions (DETR). *Instructions for the completion of Road Accident Reports*. With effect from January 1999

KSI collisions and PIC are used to assess the need for safety camera enforcement at a particular site.

3.1.2 Casualties

'Casualties' refers to the number of people sustaining injury in a collision; there may be several casualties as a result of one collision.

KSI casualties are used in addition to PIC (collisions) to monitor the impact of the camera at a particular site.

3.2 SAFETY CAMERA SITE DEFINITIONS

Safety camera is the collective term for speed cameras, red-light cameras or combined red-light and speed cameras which are Home Office type-approved devices.

A site is defined as a stretch of road where safety camera enforcement takes place. A housing is the physical infrastructure installed at the roadside which consists of the pole and the box from within which a camera may operate. More than one housing may be present within a safety camera site. There are five different types of safety camera site:

1. **fixed speed camera sites** – sites where fixed speed camera housings are installed with cameras operating continuously or from time to time. The cameras are unattended and installed in camera housings. These cameras typically enforce road lengths where there has been a cluster of collisions.
2. **mobile speed camera sites** – sites where mobile speed camera enforcement may take place from time to time. These are set up by the roadside and attended by a police officer or civilian enforcement officer. This type of enforcement is often used when collisions have been spread along longer lengths of road, rather than at specific sites, or when collisions tend to occur at particular times of day or times of the year.
3. **time over distance speed camera sites (fixed)** – sites where time over distance speed cameras are installed and in operation continuously or from time to time. This type of fixed speed camera involves two (or more) cameras providing average camera-to-camera speed, based on the distance between the cameras divided by the time taken to travel. These cameras typically enforce roads where there has been a higher density of collisions.
4. **red-light camera sites** – traffic light junctions where red-light cameras are installed and enforcement is undertaken continuously or from time to time. These cameras can be used to take images of vehicles passing through traffic lights whilst they are on red. They operate in a similar way to fixed site speed cameras.
5. **combined speed camera and red-light camera sites** – traffic light junctions where combined red-light and speed on green camera enforcement (i.e. speed offences whilst travelling through a green light) takes place from the same housing continuously or from time to time.

3.2.1 Speed camera sites

The following characteristics apply to fixed speed camera, mobile speed camera and time over distance speed camera sites.

- a. sites can be multi-directional and enforcement is permitted in any direction within the site (with the exception of motorways and dual carriageways without junctions in the site, where each direction is a separate site).
- b. multiple housings or mobile enforcement points are allowed within the approved site but a vehicle detected speeding by more than one camera at a site is to be regarded as a single offence
- c. where multiple housings are used, the number of housings must not exceed the number approved in the operational case
- d. at fixed camera sites, mobile enforcement may also take place within the site.

3.2.2 Red-light camera sites

The following characteristics apply to red-light camera sites.

- a. enforcement is permitted on any arm of the junction within the site
- b. multiple housings are allowed within the site
- c. the red-light camera may enforce across multiple traffic lanes.

3.2.3 Combined speed and red-light camera sites

The following characteristics apply to combined speed and red-light camera sites.

- a. red-light enforcement is permitted on any arm within the site
- b. multiple housings are allowed within the site
- c. the combined speed and red-light camera may enforce across multiple traffic lanes.

3.3 PROGRAMME SITE CATEGORIES

Every safety camera site within the programme must fall into one of the mutually exclusive categories below:

1. **core sites** – sites that were commissioned:
 - a. prior to the partnership joining the programme and which have been subsequently approved through an operational case
 - b. prior to the partnership joining the programme and have not previously been approved through an operational case – known as legacy sites. These sites must now be assessed through the partnership's 2005/06 operational case, as outlined in section 5.2
 - c. during the pilot phase, or
 - d. during subsequent phases of the programme, excluding any exceptional or roadwork sites.

2. exceptional sites – sites that have not been approved as core sites but where partnerships are undertaking speed camera enforcement for reasons that may include:

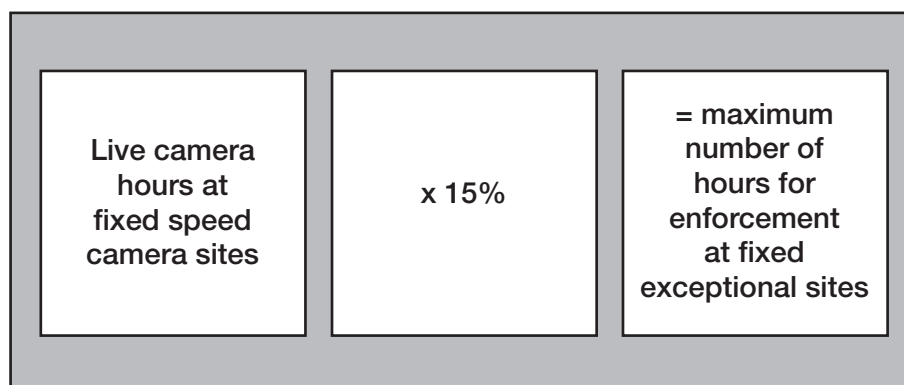
- community concern - where the local community requests the partnership enforce at a particular site because traffic speeds there are causing concern for road safety
- collision frequency - where a site has a high incidence of PIC, but insufficient KSI collisions to meet the criteria, but where there is well-founded concern that a failure to reduce speeds or red-light running at this site will result in future increases in KSI collisions, including fatalities
- engineering factors - where roads (or parts of roads) do not meet minimum engineering requirements. Enforcement at such sites should be a short-term measure only until the local authority rectifies the problem.

The programme board would not expect exceptional sites on roads with 70 mph speed limits unless there were a clear and defensible road-safety reason, based on a casualty or collision history for example as detailed above. Partnerships are required to notify the programme office where such sites are operated.

Rule 1: Enforcement at exceptional sites

To maintain the programme’s focus on casualty reduction at core sites, enforcement time at exceptional sites must not exceed 15% of the total number of live camera hours spent enforcing at fixed or mobile speed or red-light camera sites (excluding roadworks sites) as described in figure 4 below.

Figure 4: 15% calculation



A similar calculation can be applied to calculate the maximum enforcement time at mobile or red-light camera sites.

The 15% of time is a maximum limit and should not be seen as a target for partnerships to meet. Partnerships are required to keep a clear audit trail to evidence time spent at core sites and time spent at exceptional sites.

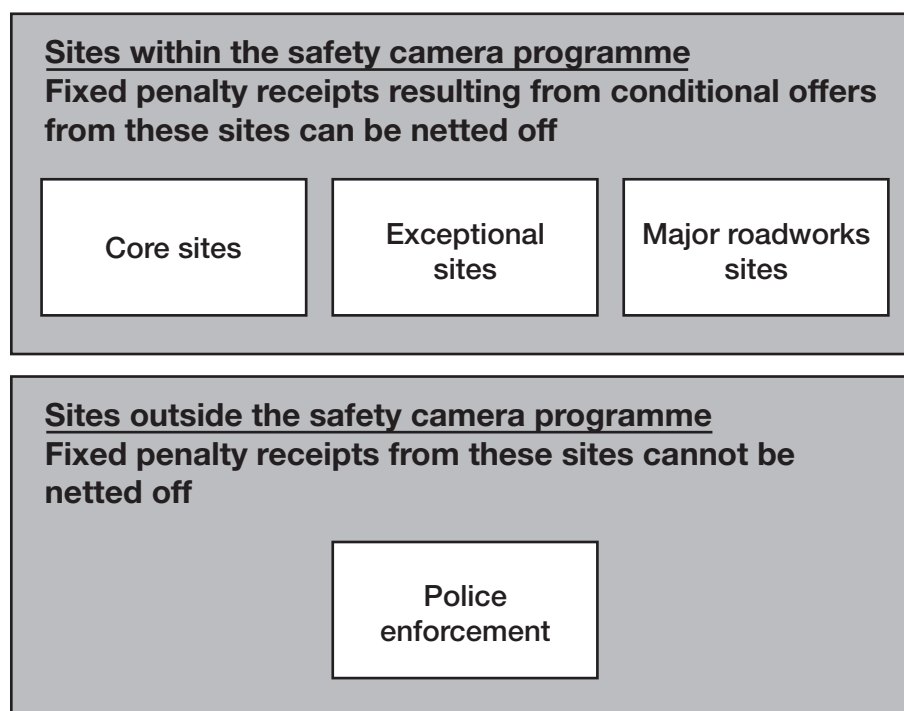
Enforcement time at roadworks sites is excluded from the 15% calculation.

3. **roadworks sites** – sites at which temporary speed limits have been imposed due to roadworks taking place to mitigate against the additional risk of collisions and to protect the workforce. Fixed or mobile enforcement at these sites will be temporary and is in addition to enforcement at core sites and exceptional sites.

3.4 NON-PROGRAMME SITES

In addition, the police have the statutory discretion to undertake speed enforcement anywhere within their police force area. The cost of any such action cannot be reclaimed as shown in figure 5 below. Partnerships are encouraged to work closely with their member police force(s) to ensure that enforcement activity is, as far as possible, complementary.

Figure 5: Safety camera sites



3.5 COVERT ENFORCEMENT

Alongside the visible camera enforcement supported through the safety camera programme, there can be situations where the police judge that covert enforcement is necessary to deal with exceptional situations, such as where extreme car drivers or motorbike riders are prepared to reconnoitre roads for any cameras, including mobiles, before using them illegally for high-speed racing.

Covert enforcement is a police matter, separate from partnerships' safety camera activity. Any fine revenue raised through covert operations and any associated costs of undertaking, processing or administering such activities are not recoverable.

Partnership equipment (for example cameras but not liveried partnership vehicles) may be used by police officers that are not funded by the programme provided this does not adversely affect the partnership’s enforcement at core sites.

3.6 SITE LENGTHS

A site length is the distance between two points within which collisions, casualties and speeds are measured and camera enforcement takes place.

Generally, once the site length has been approved by the national safety camera programme board it should not be changed since this acts as a baseline for ongoing measurement of casualty reduction at the site. Where the site length must be changed for operational reasons, care must be taken to ensure that the distance over which collisions are measured before and after establishment of the site are consistent.

Sites lengths should meet the following rules. However, the lengths of sites approved prior to April 2004 may fall outside these limits.

Rule 2: Site length for sites approved after April 2004			
Type of site	Fixed speed camera sites	Mobile speed camera sites	Red-light and combined (speed and red light) camera sites
Site length rules	Between 0.4 and 1.5 km	Between 0.4 and 5 km	0.05 km (50 metres)

Sites using time over distance equipment may extend beyond this length.

Enforcement along a number of longer routes containing a number of core sites has been approved under provisions in previous years’ Handbooks. Approved routes may continue to be operated, subject to the review of all existing sites set out in Chapter 5. The provisions for route enforcement are being reviewed during 2005/06. Further routes will not be considered while this review is carried out.

3.7 PARTNERSHIP ENQUIRIES

It is mandatory for all partnerships to deal with, and follow up, enquiries into offences within their own partnership area and from other partnerships, known as out-of-area enquiries.

Chapter 4

Signing, visibility and conspicuity rules

This chapter outlines the rules for sites with respect to signing, visibility and conspicuity.

4.1 SITE SIGNING RULES

All speed sites (core, exceptional and roadworks) must comply with the safety camera programme signing rules and all traffic signs must fully comply with the statutory requirements of the current Traffic Signs Regulations and General Directions (TSRGD)⁹ or be specifically authorised by DfT. Should TSRGD subsequently change or any disparity emerge between the handbook rules and TSRGD, the latter will always take precedence.

It should be noted that new powers for local authorities enables wider use of the camera signs for enforcement of a variety of traffic offences including yellow box junctions and prohibited right turns. Care must be taken not to over-populate the street with duplicate road signage whilst informing the motoring public of the proximity of an enforcement camera.

4.1.1 Camera signing rules

Signing is required so that drivers can be fully aware of the existence of a safety camera site.

Rule 3: Signing rules

For fixed speed camera and red-light camera sites, the first camera warning sign must be placed not more than 1 km from the first camera housing in the direction being enforced.

For mobile sites, camera warning signs must be placed in advance of the point of entry to the site or route (including or excluding minor roads at the discretion of the partnership) in the direction being enforced.

Partnerships are expected to liaise with the local authority over the location of all signs used.

At motorway sites, signing must be erected adjacent to the hard shoulder and may also be erected at suitable locations on the central reserve. If this is not feasible, the partnership will need to agree motorway signing with the programme office.

Camera and speed limit signs must not be obscured but be positioned to be clearly visible. Repeater speed limit signs must meet the requirements of

⁹ Traffic Signs Regulations and General Directions (TSRGD) 2002, The Stationery Office

direction 11 of TSRGD. Repeater camera signs and carriageway roundel markings may be used where permissible under directions 18(1) and 32 of TSRGD.

4.2 SITE CONSPICUITY AND VISIBILITY RULES

All speed sites (core, exceptional and roadworks) must comply with the safety camera programme conspicuity and visibility rules.

Rule 4: Site conspicuity

Fixed speed camera housings must be coloured yellow either by fully painting both the front and back of the housing or fully covering both the front and back of the housing with retroreflective sheeting.

Mobile vehicles from which enforcement may take place must be liveried.

The recommended paint colour is No. 363 Bold Yellow of BS381C: 1996. The retroreflective sheeting should meet the requirements of BS873: Part 6: 1983 or the equivalent Standard of a European Economic Area member state.

Whilst there is no specified colour or design for mobile enforcement vehicles, equipment or personnel, the livery used on either the camera operator, equipment or the mobile vehicle must be clearly visible to approaching drivers. Consideration should be given to ACPO code of practice for operational use of road policing enforcement technology.

Rule 5: Site visibility

Speed camera housings, or the camera operator or mobile vehicle, must comply with the following minimum visibility distances:

- 60 metres where the speed limit is 40 mph or less
- 100 metres at all other speed limits.

For mobile speed camera sites, although the camera technology may allow, partnerships are not permitted to detect vehicles outside the approved site.

There is no special requirement for red-light camera sites to be conspicuous or visible. Combined red-light and speed cameras sites must comply with the visibility, signing and conspicuity rules for speed camera sites.

Each site should be reviewed on at least a six-monthly basis to ensure that conditions on conspicuity, visibility and signing have not changed, or do not require alteration or maintenance. It may be necessary to increase the number of site visits in conjunction with the time of year e.g. during spring and summer when foliage growth is prolific.

Chapter 5

Partnership review of collisions and existing sites

This chapter outlines the requirements for partnerships to undertake an annual review of collision hotspots in the partnership area and, as part of this, a review of existing sites. It also outlines procedures where this review results in a change to an existing site.

5.1 ANNUAL REVIEW

Each partnership has a responsibility to manage and review its portfolio of existing sites in line with the overarching objective of the programme, i.e. to reduce the collisions and casualties on UK roads. As such, partnerships are required, at least annually, to review all collision hotspots (i.e. roads where there appear to be a comparatively high number of collisions) within their partnership area. This review should ensure that all sites where casualties could be reduced by the use of safety cameras have been identified. It should also be used to inform the partnership's enforcement strategy to ensure that camera resources continue to be deployed to best effect in reducing collisions and casualties.

The review should be undertaken as part of the preparation for the submission of operational cases. Where new camera sites are required, partnerships may apply to the programme office following the rules in chapter 6.

5.2 REVIEW OF EXISTING SITES

Rule 6: Review of existing sites

For 2005/06, partnerships are required to undertake a review of each existing site, including legacy sites (as defined in section 3.3). The partnership will need to consider whether there is a continuing need for safety camera enforcement, taking into account changes in the circumstances at the site since it was established and with reference to the original road safety justification for the site's selection.

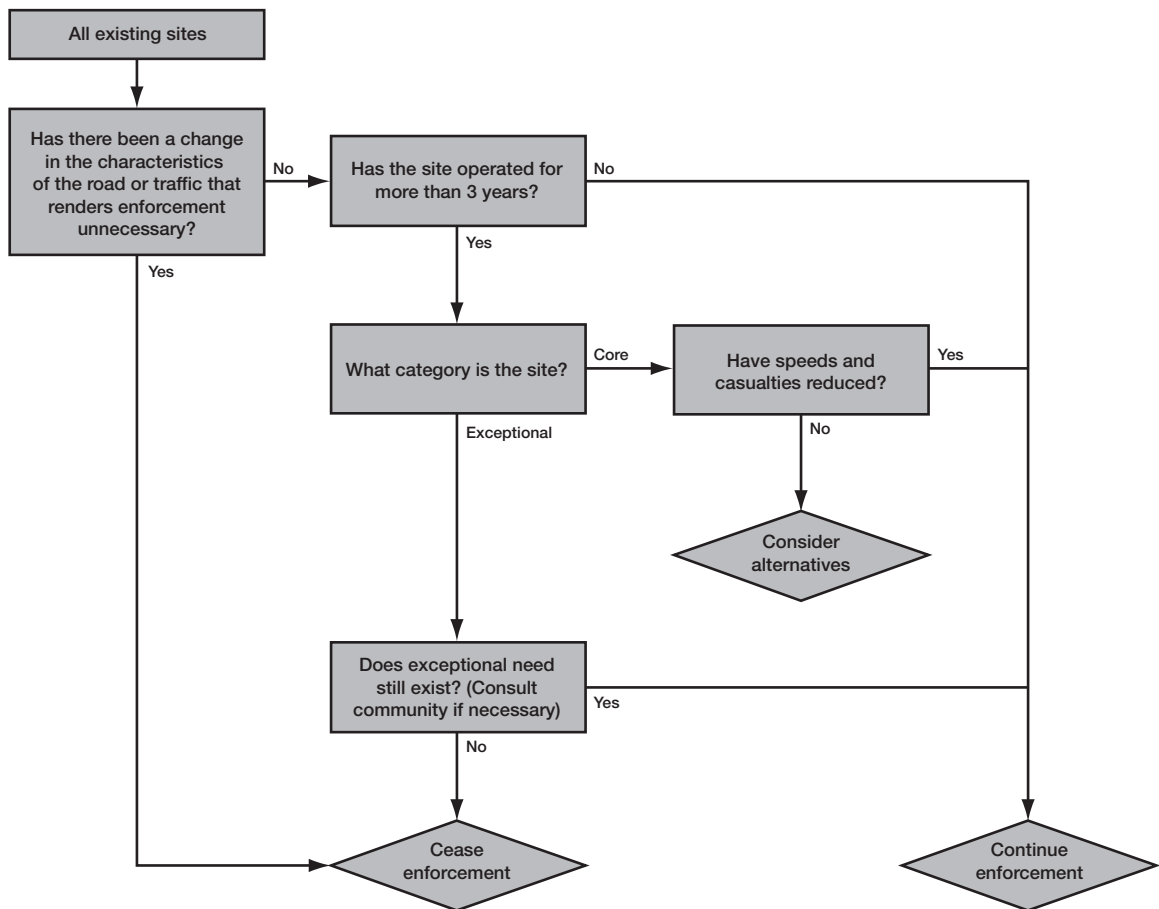
Partnerships, taking into account the views of both local communities and road users, are asked to consider in particular:

- sites where a good safety record has been achieved to assess whether they need to be retained for maintaining effective compliance
- sites where there appears to be a continuing problem of high numbers of collisions notwithstanding the use of cameras to assess whether further or different action should be taken.

Legacy sites – In the 2005/06 operational case, partnerships are required to report the outcome of their review with respect to legacy sites (ie. sites which were commissioned before the partnership joined the programme and which have not to date been approved through an operational case) as set out in section 11.2. Following this review, legacy sites which are approved for continuing operation will be categorised as core sites. Monitoring data for these sites should be reported on the national database as with all other core sites.

Partnerships may wish to follow the process in figure 6 below when undertaking reviews of their existing sites.

Figure 6: Process to review existing sites



5.2.1 Continue enforcement

Where the need to continue enforcement is identified, partnerships are expected to have a documented enforcement strategy prioritising enforcement within those sites in a way that is proportional to the problem. The enforcement strategy should be included in the operational case as set out in section 11.2.

5.2.2 Consider alternatives

For sites where there appears to be a continuing casualty problem despite the deployment of cameras, partnerships should consider the reasons, and re-

examine whether an alternative cost-effective engineering or other solution can be implemented to tackle the problem instead of, or in addition to, the camera. Alternative solutions could, for example, be a higher level of camera deployment and enforcement, or other road safety measures including road improvements, traffic-calming measures, wider road safety education or information measures. The costs for alternative solutions cannot be reclaimed.

The operational case should contain details of proposals to tackle sites with an apparent continuing casualty problem.

5.2.3 Cease enforcement

Where enforcement is no longer considered necessary at a site, partnerships should agree the future treatment for that site.

5.3 CHANGES TO EXISTING SITES

There may be circumstances when it is necessary to change an element of the camera site for example the type (fixed or mobile) of an existing site.

Partnerships are permitted to undertake mobile enforcement at a fixed site (or change all enforcement at the site to mobile) since the criteria for mobile speed sites are lower than for fixed speed sites. The partnership must notify the programme office of the change in order to keep site records up to date.

Partnerships are not permitted to install a fixed camera housing at a mobile site unless the criteria for a fixed speed site is met and approval has been obtained from the national safety camera programme board. Should the partnership wish to commission a fixed speed site they must submit the site as a proposed fixed site within the operational case or as an additional request to the programme office during the year.

Partnerships are not permitted to modify any part of the camera equipment or the housing as this may affect the equipment's type approval status. The partnership must ensure that written permission is obtained from the Home Office for any modifications made to the camera equipment or housing(s).

Any other proposed changes to sites must be discussed and agreed with the programme office before being implemented.

Chapter 6

Selection of proposed sites

This chapter outlines the rules and approval procedures for proposed core, exceptional or roadwork sites. It also provides guidance on the collection of data to support proposed sites, including conducting speed surveys and counting KSIs.

6.1 RULES FOR PROPOSED SITES

Following continued on-going monitoring of all collisions partnership-wide, the partnership may wish to commission further safety camera sites to bring within the programme. These are known as proposed sites. Each proposed site must fall into one of the three categories of sites: core, exceptional or roadworks.

6.1.1 Core sites

Rule 7: Rules for proposed core sites			
Each proposed core site for 2005/06 must meet all of the rules below.			
Rule	Fixed camera sites	Mobile speed camera sites	Red-light speed and combined (speed and red light) camera sites*
1 Site length requirements	Between 0.4 and 1.5 km ¹⁰	Between 0.4 and 5 km	0.05 km (50 metres)
2 Number of fatal and serious collisions (KSI)	At least 4 KSI collisions per km in the baseline period ¹¹ . For information, the partnership should provide the total number of PIC (collisions)	At least 2 KSI collisions per km in the baseline period ¹¹ . For information, the partnership should provide the total number of PIC (collisions)	At least 2 KSI collisions within the junction in the baseline period ¹¹ . For information the partnership should provide the total number of PIC (collisions)
3 85th percentile speed at proposed sites	Speed survey shows free-flow 85th percentile speed ¹² is at or above ACPO threshold ¹³		Not applicable
4 Percentage over the speed limit	At least 20% of drivers are exceeding the speed limit, ¹³ excluding congestion periods.		Not applicable
5 Site conditions that are suitable for the type of enforcement proposed	Loading and unloading of camera can take place safely	Location for mobile enforcement is easily accessible and there is space for enforcement to take place in a visible, legal and safe manner	Loading and unloading the camera can take place safely
6 No other engineering solutions can be implemented	There has been a site survey carried out by a road safety engineer confirming that no other cost effective engineering solution can be implemented to improve road safety along this stretch of road.		

* For a combined (speed and red-light) site the number of KSI collisions per km must meet the requirements of a fixed camera site, measured over the length of a fixed site (rather than the length of the red-light site). In addition the speed criteria for a fixed camera must be met.

¹⁰ Sites using time over distance equipment may extend beyond this length.

¹¹ The "baseline period" is a 36 month period, the start date of which must be consistent with the start of a programme quarter (i.e. 1st April, July, October or January) and the end date must be within twelve months of the date of operational case submission.

¹² The 85th percentile speed is the speed at which 85% of traffic on the road was travelling at, or below, when the survey took place.

¹³ The 85th percentile speed, ACPO threshold and speed limit can all apply to either all vehicles or the class of vehicle but must be compared consistently.

These rules do not apply retrospectively to existing sites, the approval of which would have been justified on the basis of the requirements at the time of commissioning.

When selecting sites, partnerships should:

- consider the PIC number when determining the relative priority for dealing with sites that meet the KSI criteria
- ensure that it will be possible for the site to comply with the conspicuity, visibility and signing rules set out in chapter 4.

Where a site has a high PIC number but fails to meet the KSI criteria, partnerships may enforce it as an exceptional site if there is a well-founded concern that a failure to reduce speeds there will result in future increases in KSI collisions (see section 3.3).

The decision as to what type of camera (fixed or mobile) should be used at a site should take into account the volume, severity and distribution of collisions. Where collisions are clustered closely together around a single stretch of road or junction, a fixed camera will normally be more appropriate; where collisions are distributed more widely throughout the length of the site, mobile enforcement may be more effective.

Rule 8: Time over distance systems

Time over distance systems are a type of fixed camera and therefore, as a minimum, must meet the rules for a new fixed camera. Since these systems are individually more expensive than a fixed or mobile camera, the use of time over distance equipment needs to be separately justified through site-specific analysis.

Where the cost of a time over distance system is to be funded from the programme, such a site-specific analysis should demonstrate, in addition to the requirements in rule 7, that:

- the distribution of collisions demonstrates that time over distance is the best solution over the proposed length of the site
- value for money: the capital costs and ongoing revenue costs versus the cost of alternative fixed or mobile enforcement
- the reasons why other fixed systems or mobile speed camera enforcement are not suitable and why a time over distance system would provide enhanced operational efficiency.

Each time over distance system will be evaluated individually on its merits by the programme office.

Rule 9: Commissioning new core sites

Proposed core sites can only be commissioned, and therefore enforced at, upon approval by the national safety camera programme board. The installation of sites must be complete within 18 months of the date of approval. If the site is delayed beyond this, it must be re-submitted to the programme office.

Partnerships are required to include full details of all proposed core sites for the forthcoming year within their operational case.

If an urgent requirement for new sites is identified in-year partnerships may apply to the programme office for approval at any time.

6.1.2 Exceptional sites

Partnerships may undertake enforcement at these sites, subject to a maximum of 15% of the available camera-enforcement time (as set out in rule 1), where approval has been given by the partnership steering group. There is no requirement for partnerships to submit exceptional sites to the programme board for approval. However, partnerships are required to keep detailed records to demonstrate that:

- a clearly-documented case exists with sound evidence supporting the view that there is a well-founded speed-related risk to road-users' safety at each of these sites, including consideration of the level of non-compliance with the speed limit and suitability for enforcement. In the interests of openness and transparency, partnerships should consider making justifications for exceptional sites available on their websites
- enforcement at exceptional sites is within the number of hours allowed.

Exceptional fixed sites must be recorded on the national database, including baseline and monitoring data for collisions and casualties.

6.1.3 Roadworks sites

For sites at roadworks, it is recognised that partnerships may not have full details of these at the time of operational case submission. Therefore there is no requirement to seek approval to enforce at these sites.

6.2 COLLISION DATA

For site selection and monitoring purposes, the following rules with respect to collision data apply. It should be noted that these provide a clarification of definitions. For site selection they are not applied retrospectively. For ongoing data monitoring purposes there may be a period of transition whilst consistency is achieved across partnerships in site reporting.

Rule 10: Rules for defining sites for site selection and monitoring

- a. vehicle speeds and collisions must be measured within the site specified in the operational case
- b. collisions from all directions within the site can be included within the site analysis (apart from motorways and dual carriageways without junctions in the site, where each direction must be analysed as a separate site. In the case of a collision caused by, or resulting in, a vehicle crossing over the central reservation the collision must be counted once in the direction travelled)
- c. a collision must be attributed to only one camera site and not be double-counted. That is to say, camera sites must not overlap.

6.3 GUIDELINES FOR CONDUCTING SPEED SURVEYS

The following guidelines should be adopted when conducting speed surveys to provide data for the 85th percentile speed and the percentage of vehicles exceeding the speed limit:

- speed surveys should take place during normal road conditions, i.e. times of roadworks, 'one-off' events or particularly adverse weather conditions should be excluded
- surveys should assess free-flowing traffic speeds i.e. congested periods in urban areas should be discounted
- for the data to be statistically robust, ideally a full week's worth of data should be collected but a minimum of three days should be collected (for periods of less than a week, the days of the week should be recorded for ongoing measurement)
- there must be a full record of how the speed survey was conducted (e.g. the time frame, road conditions, equipment and settings)
- health and safety must be paramount – it must be safe to set up and operate the monitoring equipment
- subsequent surveys should be conducted at or near the initial survey location within the same speed limit zone for sites with multiple speed limits. The same time-frame, road conditions and settings should be used wherever possible
- for combined speed and red-light camera sites, surveys should be taken at a point after the junction to assess the speed of free-flowing traffic when the lights are green
- speed survey data must be rounded to the nearest one decimal place
- speed survey data remains valid for a period of 12 months from the survey date.

Further information on conducting speed surveys can be found in TA22/81 'vehicle speed measurement on all purpose roads'.

Chapter 7

Performance and on-going data monitoring

This chapter outlines the requirements for performance and on-going data monitoring by partnerships.

7.1 THE PURPOSE OF DATA MONITORING

The main aim of data analysis is to ensure accurate reporting of the effects on driver behaviour and resulting casualty and collision reductions.

Rule 11: Monitoring requirements

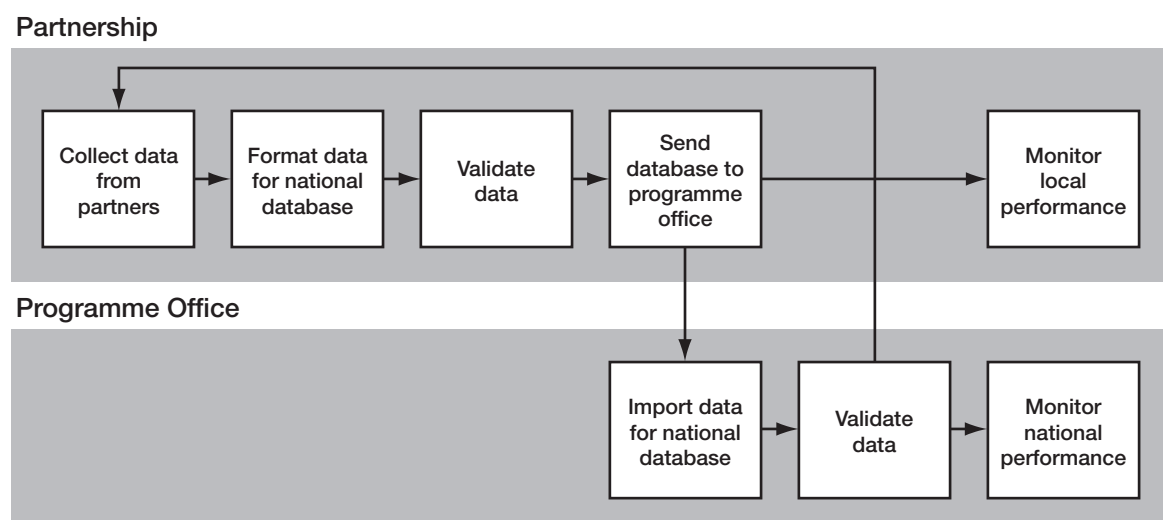
All partnerships are required to collect, monitor and forward to the programme office casualty and collision data on an ongoing basis to assess the performance of their safety camera strategies and their contribution towards achieving the 2010 casualty reduction targets. The deadline for data submission is **three months** after the quarter end.

The data is used locally to inform enforcement strategies and to inform the programme office of national performance. Each partnership is required to have a dedicated data analyst to ensure this key function is administered successfully.

7.2 DATA MONITORING PROCESS AND REPORTING

Figure 7 below illustrates the data monitoring process.

Figure 7: Data monitoring process



Partnerships are responsible for the initial collection, formatting and validation of the data and are required to submit the data on a quarterly basis to the programme office.

Upon receipt of the partnership data, the programme office will aggregate all partnership data within the national safety camera database and apply national validation. This collective data is then used to monitor the performance of the partnerships: following detailed examination and the application of appropriate statistical analysis an annual report is produced detailing the performance of the safety camera programme towards achieving the 2010 casualty reduction targets.

In addition, partnerships may be required to provide other data to the programme office on an ad hoc basis.

Chapter 8

Partnership communications function

This chapter outlines the role and responsibilities of the partnership communications function, including an overview of the function, guidance on working with the media, providing information to the public and the use of publicity campaigns. National policy and operational matters are dealt with by the DfT.

8.1 OVERVIEW OF THE COMMUNICATIONS FUNCTION

All partnerships are required to have a communications manager to improve understanding and awareness of the safety camera programme in their local partnership area. This means promoting the role safety cameras play in preventing casualties and collisions by reducing speed and red-light running.

The communications manager is responsible for producing an annual communications strategy that should be part of the partnership's operational case. The communications strategy should demonstrate that every proposed activity promotes the benefits of reducing speeding or red-light running, or the role safety cameras play in preventing casualties and collisions.

The communications strategy should aim to do the following:

- Increase public understanding and acceptance of the safety camera programme in the partnership area
- Help bring about a change in driver behaviour related to excessive speeding or red-light running, the behaviours safety cameras are designed to stop
- Take into account the communications activity of neighbouring and regional partnerships
- Underpin national activity to reduce casualties on the roads.

Partnerships are encouraged to work closely with internal and external local stakeholders, particularly local agencies represented on the partnership board, to ensure all local communications activity is complementary and messages are communicated consistently. Close joint working will help partnerships and all local stakeholders get the maximum impact from the resources separately available to them and ensure that communications activity already undertaken by road safety professionals in the local area is not duplicated by partnership communications managers.

The scope of the partnership communications activity for which costs can be reclaimed is outlined in section 9.3.2 and a detailed explanation of the link between local and national communications activity is illustrated in section 2.3.

8.2 WORKING WITH THE MEDIA

Partnerships are encouraged to engage with all sections of the media to ensure messages are communicated proactively as well as reactively.

8.3 PROVIDING INFORMATION

Partnerships are encouraged to explore ways to provide local information on the operation of the programme in a customer-focused way and this includes increased use of the web. Information such as, but not exclusively, the following should be made readily available to all interested parties by whatever means deemed appropriate by the communications manager:

- the location of the camera sites
- the type of camera used
- local casualty reduction figures
- the justification for the use of exceptional sites
- audited financial information covering expenditure and receipts for the partnership.

Partnerships should be mindful, however, of the need to ensure there is a parity of information available across the country, as outlined in the Freedom of Information document developed by safety camera partnerships. Partnerships should also ensure all site data available locally is consistent with any local data available on the DfT website and/or through any other national communications channel.

8.4 PUBLICITY CAMPAIGNS

Partnerships can undertake local publicity and advertising campaigns designed to communicate the role safety cameras play in preventing casualties and collisions by reducing speed and red-light running. Where partnerships engage in local advertising and publicity activity, they are required to ensure consistency with national messages on the dangers of speeding and red-light running.

Partnerships should also be mindful of the cost of local publicity and advertising campaigns. These should be weighed heavily against the benefits, as outlined in section 9.3.2, as this will determine whether the costs can be reclaimed.

Chapter 9

Partnership operations and allowable spend

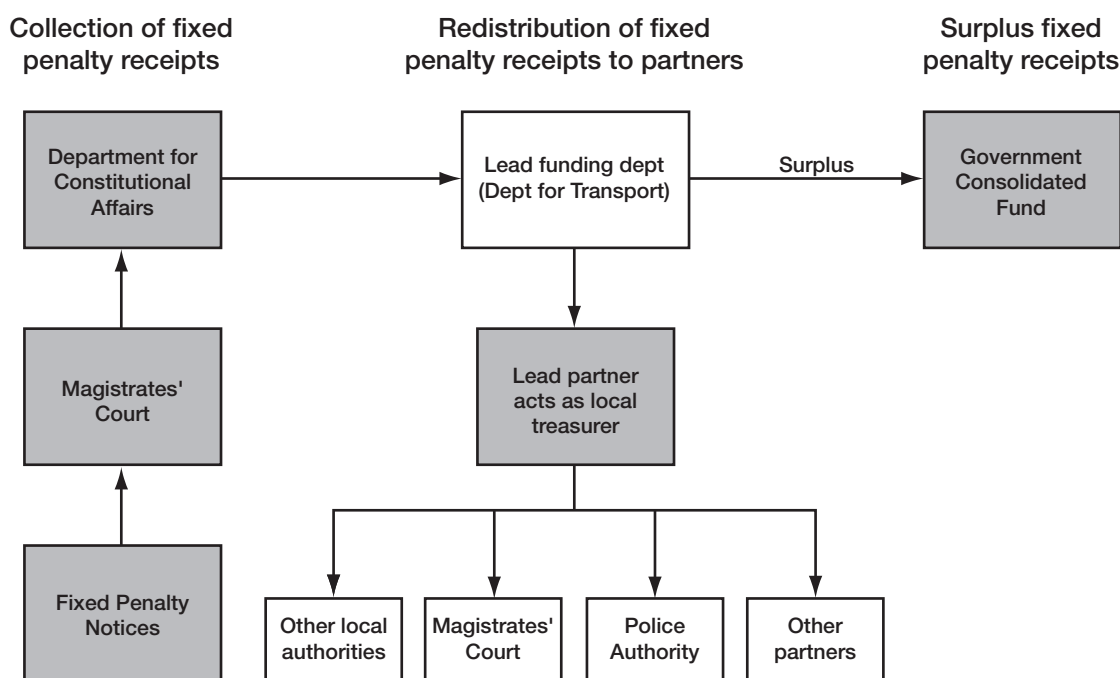
This chapter provides an overview of the cost recovery system, an outline of allowable fixed penalties that can be considered as receipts, an outline of allowable activity or expenditure and guidance on the procurement procedures used by partnerships.

9.1 OVERVIEW OF THE COST RECOVERY SYSTEM

The safety camera programme has been approved by HMT as a 'netting-off' programme. This means that the costs associated with issuing and enforcing conditional offers from fixed penalty notices (CoFPNs) can be reclaimed from the receipts generated by the fines. Section 20 of the Justices of the Peace Act 1997 requires all CoFPN receipts generated to be passed from the local Magistrates' Court to the Department for Constitutional Affairs (DCA) to prevent the recycling of funds locally. The DCA then pass all receipts to the DfT, who reimburse the partnerships for approved expenditure incurred. Any surplus generated is paid over to HMT in the form of Consolidated Fund Extra Receipts (CFERs).

An overview of the system is given in figure 8 below.

Figure 8: Cost recovery system



The rest of this chapter sets out what fixed penalty receipts can be reclaimed and what is allowable spend. If items of expenditure are not included in this section then partnerships cannot reclaim these costs from netting-off, unless specific approval is given from the programme board.

9.2 ALLOWABLE FIXED PENALTIES

Rule 12: Allowable fixed penalties

Partnerships are only allowed to reclaim costs from fixed penalties paid to Magistrates' Courts under conditional offer terms. These paid conditional offers relate only to offences detected using safety camera speed and red-light equipment at approved sites (core, exception and roadworks) within the programme.

The following receipts cannot be reclaimed:

- fines issued by courts following a court appearance by an offender
- fines and fixed penalties for traffic offences other than speeding and violation of red traffic signals
- fixed penalty notices issued as a result of other police enforcement (e.g. fixed penalty notices issued directly to driver), including those issued during covert enforcement
- any fines or fixed penalties issued as a result of using Automatic Number Plate Recognition (ANPR) enforcement equipment (this is being covered by a separate cost recovery system)
- fixed penalty notices issued from sites outside of the programme. If partnerships are operating such sites, there must be a clear procedure for separately identifying such fixed penalty receipts and the costs associated with them.

9.3 ALLOWABLE EXPENDITURE

There are three general rules governing all allowable expenditure, rules 13, 14 and 15 as follows.

Rule 13: Allowable expenditure

All capital and revenue expenditure must be directly attributable to the prevention, detection and enforcement of speed and red-light offences, including encouraging changed driver behaviour, through the use of local speed and red-light camera approved programmes of enforcement. Costs up to the point of conclusion of the offence, that is either payment of conditional offer or conclusion of court proceedings (excluding the costs of Magistrates' Courts and CPS since these are already funded centrally), can be reclaimed.

Rule 14: Best Value

Partnerships need to be able to demonstrate that their expenditure meets the requirements of Best Value (BV) with purchases achieving the optimum balance between economy, efficiency and effectiveness (as explained below). Partnerships must provide a detailed breakdown for all expenditure items over £30,000 in their operational case. For single items in excess of £100,000, partnerships must provide details of the cost and benefits of any alternatives, making a direct link between the level of expenditure and casualty reduction, thus demonstrating the principles of BV have been met.

BV is a commonly used phrase that means that any money spent achieves the best possible result in providing what is required. BV does not always mean 'getting the cheapest deal'; there are other ways of obtaining value. BV can be described as achieving the optimum balance between economy, efficiency and effectiveness:

- economy means achieving the lowest price for a particular service or item. This objective has most relevance when purchasing assets or services that vary little in quality from supplier to supplier, such as stationery for example. Achieving the lowest price on a service contract, however, would not necessarily deliver BV if this results in a poor or unreliable service
- efficiency means achieving the most from a given amount of money. Solutions may include using flexible working arrangements or a high degree of mechanisation
- effectiveness means the best outcomes for the money spent. For example, an integrated IT system linking the police authority and the magistrates courts might be more effective than two separate systems and an overnight file transfer system. Whether a new approach represents the best value would depend on how much it costs in comparison with the existing method if both produce the same outcome.

Rule 15: Shared resources

Where a partnership's resources are shared (i.e. an asset that is also used for purposes other than safety camera enforcement or a staff member who spends only part of their time on safety camera work e.g. the CTO manager) the costs associated with this resource must be apportioned on a pro-rata basis.

The basis of any pro-rata will vary depending on the expenditure item but may include staff costs being split on the basis of time spent, or assets on the basis of asset usage. All apportionments must be documented and defensible to audit.

9.3.1 Capital expenditure

Capital expenditure refers to a 'one-off' cost of acquiring, replacing or upgrading an asset.

When considering the purchase of capital equipment, partnerships are encouraged to work together with other partnerships in their region and consider the possibility of pooling resources or sharing equipment. It makes little point for all partnerships, and in particular the smaller partnerships, to purchase the same equipment when there may be surplus capacity in a nearby area.

Partnerships should observe the following points when considering the purchase of any capital equipment:

- in some instances the volume of new activity will require an asset with greater capacity to meet the increased demand, e.g. large volume mailer. Existing equipment, which was not due for renewal, can be replaced in these cases and the whole cost of the item reclaimed
- all equipment procured in support of camera activity can be reclaimed under cost recovery. However, partnerships must be able to demonstrate BV rules have been applied. If the equipment type/capability is greater than necessary for camera support activities due to its secondary application, then the additional cost should be borne by the purchasing unit. This rule applies similarly to all supporting equipment, e.g. vehicles, printing and mailing equipment
- partners are already funded for core equipment. Only equipment that is essential to the programme activity and would not otherwise be purchased can be reclaimed.

All capital expenditure must be directly attributable to speed and red-light camera activity and is restricted to the following areas:

- A. camera equipment and installation
- B. vehicles
- C. IT and communications
- D. refurbishments
- E. other capital costs

A - Camera equipment and installation

Costs associated with the purchase and installation of speed and red-light cameras can be reclaimed by partnerships, including pre-installation analysis, design, planning, installation, test and set-to-work costs and hard standings for mobile equipment. Any other equipment associated with general road safety is not allowable, for example in-car video systems or hand-held radar devices.

Partnerships are also able to reclaim the capital cost of removing, moving or reinstalling fixed camera housings and equipment, including the costs to conduct repairs to the site to restore it to the original condition.

However, the cost of paving, concreting or repairs for any other area apart from the decommissioned site itself may not be reclaimed. Partnerships are recommended to negotiate with suppliers so that the party contracted to install the cameras is also contracted to remove the cameras at a time suitable to the partnership.

B - Vehicles

The cost of purchasing or leasing and fitting-out vehicles for partnerships to carry out enforcement tasks may be reclaimed. However there must be a clear and demonstrable need for every vehicle. To this end full details should be included in the operational case: the make, specification, any extra fit-out costs, purpose of the vehicle, frequency of use and users. Every vehicle funded through the programme, including motorcycles, must be adorned with the livery of the partnership and/or the THINK! campaign. The use of removable or magnetic livery is not allowed. The only exception to this is for enquiry officers where for health and safety reasons an unmarked vehicle may be necessary. These vehicles must be clearly identified in the operational case and explicitly approved. In addition, no vehicle should be made available for private use.

The costs associated with patrol vehicles cannot be reclaimed.

C - IT and communications

Capital expenditure on IT and communications systems can account for some of the most significant expenditure for partnerships, especially in the early years of operation. Partnerships are advised to carry out an assessment of their current infrastructure, to prioritise needs and to only purchase essential equipment.

The following items of IT and communications capital expenditure can be reclaimed:

- computer hardware
- processing software and systems
- telephones including mobile phones for essential use
- essential network connections
- payment processing equipment for credit and debit cards
- server upgrades¹⁴
- network connections to link offices or departments¹⁴.

As with all large-scale capital spend, partnerships should seek professional advice and adhere to government and local procurement rules when procuring IT and communications equipment. Partnerships should consider long-term needs and not necessarily go for a direct upgrade on what is currently in place.

¹⁴ Due to the high cost of these items, a rigorous cost versus benefit analysis needs to be conducted. Specialist items of equipment may be required to be identified in detail.

It should be noted that for the Magistrates' Courts, all proposals for IT changes or enhancements should be discussed at an early stage with the DCA Libra Project and their approval gained for the proposals. IT equipment provided to Magistrates' Courts through Libra is supplied under a contract that is regarded as revenue expenditure. It should therefore be classified appropriately under 'equipment maintenance'.

D - Refurbishments

It is acknowledged that additional enforcement in some circumstances can cause difficulties with existing accommodation where space is limited. However, partnerships should look to minimise capital spend on accommodation. Therefore where new accommodation is considered necessary, partnerships should explore the following options with no capital spend requirement (in order of preference) before undertaking any major refurbishment of existing facilities:

- use existing facilities
- move within existing facilities
- move to premises owned by the partnership or partners
- use temporary accommodation (e.g. demountable building)
- short term lease commercial facilities.

Any request for funding of refurbishment costs must be justified on a case by case basis in the operational case. Where refurbishment is absolutely necessary, the following costs can be reclaimed:

- upgrade of telecommunications or network equipment
- reasonable refurbishments of office areas
- installing or upgrading processing areas
- installing or upgrading appropriate secure storage facilities
- providing a secure parking facility for partnership enforcement vehicles
- upgrades to meet increased health and safety requirements
- upgrades to meet Disability Discrimination Act requirements or other legislation.

As with all other expenditure, only expenditure directly related to the programme can be reclaimed. To this end, if the accommodation is to be shared, the programme must not subsidise other areas. This means that the following items cannot be reclaimed:

- refurbishments to entrance, hallways and other shared public areas
- roof repairs (unless directly related to the specific area of the building housing the partnership)

- internal and external painting or redecorating (unless directly related to the specific area of the building housing the partnership)
- upgrades to public parking areas
- installing / upgrading cafeteria facilities
- installing / upgrading air conditioning for the entire building.

Considerations should take into account the possible benefits and associated cost savings of co-locating processing, ticketing and fixed penalty offices. The operational case should explain the preferred option and other options considered, demonstrating that BV has been considered.

E - Other capital costs

Other capital costs that are essential to support activity associated with speed and red-light cameras may be reclaimed. Allowable expenditure is set out in the following table:

Table 1: Other capital costs

Items of expenditure	Explanation
Signing and marking	<p>The costs of all signing for safety camera enforcement can be reclaimed.</p> <p>The cost of initial laying and subsequent refurbishment of secondary check marks can be reclaimed.</p> <p>The cost of purchasing and installing vehicle-activated speed warning signs (VAS) or speed indicator devices (SID) which meet the TSRGD requirements may be reclaimed where these are to be used at a core site (and thus met the appropriate criteria at the point of approving the site) or roadworks sites.</p>
Speed monitoring equipment	The costs of procuring and installing speed monitoring equipment dedicated to monitoring speed and red-light camera sites can be reclaimed by the partnership.
Other equipment	<p>Other equipment that can be reclaimed is:</p> <ul style="list-style-type: none"> • office equipment • film processing and viewing equipment • printing, scanning, copying and mailing equipment • filing and archiving equipment • camera protection systems that are camera-specific and have been specifically approved by the programme office.

Any other capital spend, for example on speed humps, chicanes etc. is not allowable under the programme.

9.3.2 Revenue expenditure

Revenue expenditure refers to costs incurred during normal operations. It is also commonly known as 'operational expenditure'. The following items are allowable revenue spend:

- A. staff costs
- B. equipment maintenance
- C. accommodation
- D. communications
- E. other revenue costs.

A - Staff costs

Partnerships are allowed to reclaim the salary and associated on-costs of persons directly related to the programme. Allowable staff costs would typically include the following staff:

- project manager
- assistant or deputy project manager
- communications manager
- data analyst or manager
- enforcement officers (including officers employed for 'follow-up' calls for non-payment)
- central ticket office staff on a work-related pro-rata time basis
- enquiry team staff including staff to deal with out of area enquiries
- courts processing staff
- roads staff (for speed monitoring, erecting signs etc.)
- finance staff.

Costs can be reclaimed for salaries, pension and national insurance contributions for each staff member dedicated to the programme. For non-dedicated staff, costs can only be reclaimed on a pro-rata basis of time spent on safety camera programme work. Any apportionments must be documented and defensible to audit.

In addition, the following staff-related costs may be reclaimed:

- staff expenses – incurred whilst carrying out allowable activity for the partnership. The expense policy should be governed by the organisation employing the claimant

- external training – the costs for bought-in training relating to speed and red-light camera activity may be reclaimed. The cost of any training course available in-house may not be reclaimed unless there is a specific or additional charge levied for this and it relates to dedicated safety camera activity
- attending conferences and seminars within the UK directly related to safety camera activity. For conferences and seminars outside the UK, prior approval must be obtained from the programme office. BV must be demonstrated at such events.

It should be noted that management time at steering group or strategic level and time spent in meetings may not be reclaimed. Partnerships can only claim for the cost of staff directly associated with the programme. These persons can claim the proportional cost of their involvement in the programme. However, most partnerships have a variety of persons working on the periphery of the programme who may attend meetings, act as line managers, sign important documents etc. The cost of the time they spend on the project cannot be reclaimed. This is because part of the principal job description for their position will include dealing with these matters.

B - Equipment maintenance

Revenue costs associated with the running and maintenance of allowable equipment and de-commissioning of sites may be re-claimed. This covers:

- lease costs – that should be claimed in line with the actual payment schedules
- software licences – that should be charged at cost. However, only additional licence costs required as a direct result of the safety camera programme may be reclaimed
- vehicle maintenance and running costs including parts, servicing, fuel and livery
- maintenance and calibration of camera and site equipment
- the costs for removing a camera
- utility costs for the disconnection of a camera unit
- purchase or hire of any specialist equipment for the work of site de-commissioning.

Reasonable maintenance costs for allowable assets and equipment may be reclaimed based on manufacturers' maintenance recommendations and the age of the equipment.

Existing VAS or SIDs purchased before 1st April 2005 that do not comply with TSRGD (as required in table 1 in section 9.3.1) may be used at core or roadworks sites and the cost of maintaining and utilising the equipment may be reclaimed.

Where an asset is shared with other activities then the revenue costs can only be reclaimed on a pro-rata basis. For example, a vehicle that is used for 30% of its time on traffic duty, with the remainder spent on camera loading, should only have 70% of its maintenance and other running costs reclaimed. Records should be maintained to demonstrate how an asset has been utilised for audit purposes.

C - Accommodation

For partnerships sited on internal premises, the host can charge a nominal fee for the space occupied by the partnership. This should reflect the actual cost to the host of managing the space. Under no circumstances can an internal partner charge the partnership the equivalent of a commercial rent - the partnership must be treated as one of their own department equivalents.

Where a partnership is sited on external premises, the rental costs directly incurred by the partnership can be reclaimed. Management fees and any relevant taxes or charges may also be reclaimed.

Where accommodation, whether internal or external, is shared with other partner departments, the rental or usage costs should be split pro-rata on the basis of floor space occupied.

The following revenue costs can be reclaimed on a pro-rata cost for the accommodation used by the partnership:

- general maintenance
- business rates
- electricity
- heating.

D – Communications

Only the costs of communications and education programmes directly related to safety cameras and their role in preventing, detecting and enforcing speed and red-light camera offences to reduce collisions and casualties can be reclaimed. This includes the costs of communicating and/or providing information on:

- the role safety cameras play in reducing excessive speeding and red-light running and therefore reducing casualties and collisions
- the location, operation and enforcement of camera sites to ensure the programme is open and transparent to the public
- the results of the programme to ensure that stakeholders can assess its output and effectiveness
- the operation of the partnership to retain an open and transparent organisation.

Communications costs may also be reclaimed where they promote a change in driver behaviour that is addressed directly by safety cameras in connection with speeding or red-light running.

Partnerships should systematically assess the most appropriate and cost-effective media to communicate these messages for example NIP inserts, radio advertising, attending events, leaflets or posters. Television advertising is high-cost and its use is strongly discouraged. However where a partnership believes there is a case for such advertising, approval can be sought through the operational case.

While partnerships may wish to support general road safety activities and might incur costs in so doing, these may not be reclaimed if they cannot be directly linked to speed reduction, red-light running, safety camera enforcement and its justification or they are already funded by alternative sources.

E - Other revenue costs

Other costs that can be reclaimed at cost include:

- stationery
- postage
- film and processing materials
- vandalism repair – this should show the full cost associated with the repair even if this includes the replacement of equipment that may otherwise be considered capital expenditure. It should be noted that partnerships should not budget for these costs but they may be reclaimed at the end of the year, in addition to the 10% variance on expenditure
- additional costs incurred by the partnership in the process of concluding an offence through the court (excluding Magistrates' Courts and CPS costs since these are already funded centrally), for example the preparation of court files or the collation of evidence to support a case
- hiring contractors or consultants where BV can be demonstrated, although partnerships are strongly encouraged to source staff, particularly those engaged full-time on the programme, from existing, directly employed staff
- collection of speed and casualty data - if a local authority conducts this, it should be reclaimed at cost. Contractors and consultants can be used if this meets the principles of BV
- research – this must be pre-approved by the programme office to ensure national coordination and prioritisation of all research activity and to avoid duplication of effort.

9.3.3 Non-allowable expenditure

The following items of expenditure are not allowed to be reclaimed:

- **sponsorship of, or contributions to, general road safety initiatives**
- **alternative tools aimed at speed reduction:** there are alternatives to safety camera enforcement that are effective tools in reducing speeds. Partnerships should consider these alternatives when assessing whether a camera is appropriate for a particular site. However, these costs do not relate directly to safety camera operation and are already provided for through main funding for local authorities. An example of these is the use of hand-held radars by Community Speed Watch. The exception to this is the use of VAS and SID where they comply with the requirements in section 9.3.1 – E
- **dummy equipment:** the use of dummy equipment (cameras that flash but do not contain live film) is not considered appropriate since a live camera should be used where enforcement is considered necessary to improve road safety. The use of any pre-existing dummy equipment should be referred to in the partnership's enforcement strategy in the operational case.

In addition, Magistrates' Courts are not allowed to reclaim:

- an indicative cost for cash payments paid in person to the court clerk
- the cost of transporting cash payments from the court in a secure van cannot be claimed as this is part of normal court activity. The exception to this is where separate facilities have been set up for the payment of conditional offers from safety cameras exclusively. In this instance the additional costs can be reclaimed
- warrant officers – activity relating to the non-payment of fines is not recoverable as warrant officers are already centrally funded.

9.4 PROCUREMENT POLICIES

A number of partnerships will incur significant expenditure on assets or managed services. It is the responsibility of local partnerships to ensure any procurement is compliant with EU procurement rules.

The attention of Magistrates' Courts is drawn to the guidance on procurement in the lead up to and after the formation of Her Majesty's Courts Service on 1 April 2005 issued with the Justices' Chief Executive letter 166 of 2004.

Partnerships are encouraged to centralise procurement wherever possible and the MoU should set out procurement responsibilities. However, where local procurement is necessary, these purchases will take place under the local agency's procurement rules.

Chapter 10

The annual accounting process

This chapter outlines the main stages in the annual process including budget approval, grant payments, quarterly reporting and the year-end audit process.

10.1 BUDGET APPROVAL

In advance of the financial year, partnerships should outline the financial plans in their operational case. Once approved, this forms the basis for financial monitoring of partnership spend by the programme office.

From 2005/06 budgets must show the breakdown of spend against the following ten headings:

Capital spend:	Camera equipment and sites
	Vehicles
	IT and communications
	Refurbishments
	Other capital costs
Revenue spend:	Staff costs
	Equipment maintenance
	Accommodation
	Communications
	Other revenue costs

An explanation of what is covered by each of these headings is given in the previous chapter.

Once the operational case approval process is complete, the DfT will notify the partnership of the total amount of approved expenditure as set out in the operational case. This represents the 'contract' of activity between the partnership and the Department and the following rule applies.

Rule 16: Approved expenditure

- a partnership expenditure is capped at the level of approved spend plus 10%. Where a partnership projects that it will spend in excess of 10%, prior approval must be sought from the programme office setting out the circumstances for the change accompanied by a revised operational case. If approved, the DfT will confirm this in writing. Excess spending that does not have prior approval cannot be reclaimed
- b partnerships may vire (move budgets) between the ten headings up to a maximum of 20% to or from any budget heading without reference to the programme office. Any virements in excess of this will require prior approval from the programme board.

Budgets may be vired between partner organisations (for example budget can be transferred from a local authority to the Police) without reference to the programme office where this does not affect the overall spend against the budget heading for the partnership.

10.2 GRANT PAYMENTS

The DfT will reimburse partnerships for 100% of eligible spend through four quarterly payments made in June, September, December and March. These payments are based on the expenditure estimated by the partnership for each quarter in the operational case.

Payments are made to the lead local authority in the partnerships. It is the responsibility of the lead partner to transfer funds to other partners on the basis of invoiced expenditure. Prior to payment the lead authority must ensure they are satisfied that the expenditure as presented on the invoice:

- has been incurred on behalf of the partnership whilst fulfilling partnership activity
- is in line with expenditure set out in the approved operational case
- is in line with the handbook rules and guidance
- is valid and correctly calculated in the same way that they would for an invoice received from an external supplier applying the same levels of scrutiny.

In order to fulfill this responsibility, the lead authority may request that invoices be accompanied by supporting information for example general ledger prints from the partner organisation or copies of significant third party supplier invoices.

10.3 QUARTERLY REPORTING

The lead local authority has a responsibility to maintain accounts of income and expenditure for the partnership, following usual local authority accounting practice. The project manager is responsible for monitoring the budget and ensuring that the partnership is on target against operational case forecasts.

Rule 17: Quarterly reporting

On a quarterly basis, partnerships must complete a return detailing actual spend for the most recent quarter against each of the ten headings, CoFPN receipts received by DCA and projected spend and receipts to the financial year-end. This must be submitted to the programme office within **6 weeks** of the quarter end (with the exception of quarter 4 where the draft audit certificate is due by the 30th June following the end of the financial year).

Subsequent quarterly payments to the partnership will be adjusted for any under or overspending in the quarter against the original operational case. A summary of the payment and quarterly return due dates are outlined in table 2 below.

Table 2: Quarterly return and payment dates

Quarter	Quarterly payment	Quarterly return due
Qtr 1 April to June	June	15th August
Qtr 2 July to September	September ¹⁵	15th November
Qtr 3 October to December	December	15th February
Qtr 4 January to March	March	Audit certificate: 30th June

It should be noted that the figures reported in the quarterly returns are interim and not subject to audit. Therefore these may differ from the final figures reported at the year-end.

10.3.1 Accounting for CoFPN receipts

The local Magistrates' Courts collect all CoFPN receipts from offenders. Under the programme, Magistrates' Courts will need to keep records in their accounts of all receipts generated from all conditional offers of fixed penalty notices from safety camera enforcement. These records need to be auditable, referring to source documentation enabling an independent auditor to check that receipts are being correctly coded within the account.

The amount of CoFPN receipts received for each quarter must reconcile to the sum reported by the Magistrates' Courts to the DCA as this forms the basis of the payment from DCA to the DfT.

¹⁵ The quarter 2 payment will be adjusted for any over/under spend on the draft audit certificate for the previous year.

10.3.2 Accounting for expenditure

Expenditure should be declared in both the partnerships' operational cases and their accounts on an accruals basis. This applies to both revenue and capital expenditure and follows standard accounting convention for local authorities.

Any start-up costs (revenue or capital) incurred prior to the first financial year of operation shall be treated as if they are costs incurred in the first year of operation.

10.4 YEAR-END AUDIT ARRANGEMENTS

At the end of the financial year, partnerships are required to prepare accounts that are summarised on a grant claim showing total spend and CoFPN receipts received in the year. This claim will be subject to independent audit.

The audit certificate must be submitted to the auditor, copied to the programme office, by 30th June following the financial year and an audited version submitted to the programme office by 30th September. The DfT reconciles the audited account to the payments that were released, and to the receipts that were received from DCA in respect of each partnership - the maximum that a partnership can receive for payments relating to that year is the actual value of the CoFPN receipts.

Where a partnership grant has been overpaid in any one financial year, an adjustment will be made to the second quarter (and possibly further quarters) of the following year's payment to recover the amount in full.

The DfT is not in a position to give definitive advice and guidance on what the auditors will accept as sufficient, relevant and reliable evidence to support the audit. However, it is suggested that the following steps should be taken:

- The partnership project team should ensure that qualified finance staff are involved in the development of the accounting arrangements and be satisfied that the systems and classification of expenditure will provide an appropriate audit trail. Key controls that need to be built into the local systems are:
 - that all spend associated with safety cameras needs to be clearly identified within the accounts of the lead local authority
 - expenditure is clearly identified in all partner accounts as either capital or revenue
 - invoices supporting direct expenditure made by the lead local authority should be retained with the accounting records and the lead partner should retain copies of invoices supporting expenditure made by all partners
 - for items of expenditure that are shared between camera related activity and other activity, the accounts should be supported by clear memoranda, showing how the calculation has been arrived at, and

where possible real time data to support the calculation. For example, if police are used part time on supporting the new activity, records should be kept showing the officers and their time used. If an apportionment is used to allocate costs between activities, this apportionment should be explained in supporting papers.

- The partnership project manager should ensure that all variances (+/- 10%) from the original operational case or virements (over 20% to or from the individual budget heading) are agreed with the programme office.

10.5 FINANCIAL PERFORMANCE

Rule 18: Financial performance

It is a key requirement of the programme that partnerships break-even for every year in which they operate.

This rule includes partnerships starting operations during an operational year or embarking on a large capital spend.

When projecting costs in the operational case, partnerships should leave at least a 5% margin of receipts over forecast expenditure to cover any unexpected occurrences.

If it becomes apparent to the partnership during the year that they may incur a deficit they must inform the programme office as soon as possible. If a partnership has incurred a deficit in its annual operations, the partners (excluding the Magistrates' Courts) shall be liable for all amounts outstanding in proportions agreed between the partners in their MoU. This money is not reclaimable at any point. Amounts outstanding must be returned to the DfT as part of the adjustment to the following year's quarter 2 payment (or more if the adjustment is greater than the payment).

In addition, partnerships are required to monitor a few key benchmarks with the aim of improving the overall financial performance of the programme, including:

- revenue cost per FPN paid
- conversion rate of NIPs issued to FPNs issued
- payment rate of FPNs issued.

There is an expectation that partnerships will seek to deliver efficiencies in their operations and this should be demonstrated in their operational case. It is a key function of the programme office to review comparative efficiencies across partnerships, to explore the reasons for significant variances and to share best practice where this can result in efficiencies.

Chapter 11

Annual partnership approvals process

This chapter outlines the annual approval process for partnerships' through the operational case. It sets out the requirements for the content of the operational case, provides an indicative timetable for the process and outlines the procedures for amending the operational case during the year.

11.1 OPERATIONAL CASE

Rule 19: Annual approval

Partnerships are required, on an annual basis, to submit an operational case to the programme office setting out full details of the casualty reduction strategy, operational and enforcement plans, forecast expenditure, partnership activity and management arrangements for the forthcoming operational year.

The purpose of the operational case is to demonstrate to the national safety camera programme board that the local approach is consistent with the programme aim of casualty reduction and the partnership is operating within the rules of the programme.

11.2 CONTENT OF THE OPERATIONAL CASE

The earlier sections of the handbook have discussed the detail the partnerships are required to cover in the operational case. This section seeks to draw together the different components.

The DfT will provide separately templates for operational case submissions in time for partnerships to prepare and submit their cases for review. In summary the operational case should cover the areas detailed in table 3 below.

Table 3: Content of operational case

Section	Details required
Context	<ul style="list-style-type: none"> • the background and membership of the partnership • details of the partnership's governance arrangements – including a copy of its MoU and information on other arrangements • an overview of how the work of the partnership fits into the road safety strategies of its partners • a high level summary of the progress towards the 2010 road safety strategy targets for the partnership area • a summary of the guiding principles for the partnership's use of safety cameras, including the partnership's policy for the respective roles of fixed and mobile cameras • an assessment of how mobile and fixed camera activity compares in terms of impact achieved relative to resources applied
Review of existing sites	<ul style="list-style-type: none"> • confirmation that all sites have been assessed (including legacy sites) • a list of legacy sites where the partnership has concluded that sites are no longer necessary • for all other legacy sites, the reasons for concluding that the camera site continues to be needed and, in general terms, the proposed level of enforcement
Proposed sites	<ul style="list-style-type: none"> • the need for any further safety camera sites and the reasons for this • a list of proposed sites together with the supporting collision and speed data
Enforcement strategy	<ul style="list-style-type: none"> • a description of how the partnership prioritises enforcement at sites • an indication of the split (for example in percentage terms) of sites between the categories in the partnership's prioritisation system • a description of how resources and cameras are targeted against these priorities • the rationale for the balance between fixed and mobile enforcement and the allocation of camera and other resources between the two • the number of cameras and other resources needed to deliver the enforcement strategy, identifying any further equipment that the partnership proposes to acquire • a description of how the partnership calculates the percentage of enforcement time spent at exceptional sites
Conspicuity	<ul style="list-style-type: none"> • a description of how the partnership ensures compliance with the visibility and conspicuity requirements for all sites
Finance	<ul style="list-style-type: none"> • forecasts of spend and CoFPN receipts with full breakdown of spend provided where appropriate • details of how the partnership can demonstrate efficiencies in their operations
Communication	<ul style="list-style-type: none"> • an outline of the partnership's communication strategy • an indication of the activities to be undertaken in delivering the strategy and an explanation of why the chosen activity is the most cost-effective option for reaching the target audience • details of forecast spend on communications activities.

11.3 OUTLINE TIMETABLE FOR OPERATIONAL CASE SUBMISSION

Exact timescales will be communicated to partnerships by the programme office; however, an indicative timetable is shown in table 4 below.

Table 4: Timetable for operational case submission

Month	Activity
August	Partnerships commence preparation of operational case
November	Deadline for operational case submissions
January	All operational cases fully assessed and recommendations made
January	Decisions taken on operational cases and communicated to partnerships
April	Partnerships continue within the programme

Late, incomplete or significantly non-compliant operational cases may result in the partnership not receiving approval to continue within the programme before April.

11.4 CHANGES TO OPERATIONAL CASES

Once an operational case has been submitted and approved by the programme board, the proposed sites cannot be altered unless an amendment to the operational case is submitted to the programme office and accepted by the programme board.

Changes to the operational case can be submitted to the programme office at any time during the operational year. Changes include, but are not limited to:

- approval for additional proposed sites
- adjustments to existing sites
- approval for increased expenditure in excess of 10% of total operational case authorised spend
- approval to vire spend in excess of 20% between budget headings.

Amended operational cases only need to highlight changes to the original operational case. The programme office may request further information to be submitted depending on the nature of the amendment. Amendments to operational cases will be at the discretion of the national safety camera programme board.

Appendix A

Glossary

ACPO	Association of Chief Police Officers
ANPR	Automatic Number Plate Recognition
BV	Best Value
CFERs	Consolidated Fund Extra Receipts
CoFPN	Conditional offer of Fixed Penalty Notice
CPS	Crown Prosecution Service
CTO	Central Ticket Office
DCA	Department for Constitutional Affairs
DfT	Department for Transport
HA	Highways Agency
HMT	Her Majesty's Treasury
HO	Home Office
KSI collisions	Killed and Serious Injury collisions
KSI casualties	Killed and Serious Injury casualties
MoU	Memorandum of Understanding
Netting-off	The practice of claiming back conditional offer fixed penalty receipts
NHS	National Health Service
NIP	Notice of Intended Prosecution
NSCL	National Safety Camera Liaison
Partnership	A safety camera partnership typically consisting of the police, local authorities and magistrates courts.
PIC	Personal injury collisions
the programme	The national safety camera programme

Programme board	The national safety camera programme board
Programme office	The safety camera programme office
Safety cameras	Collective term for speed cameras and red-light cameras
SE	Scottish Executive
SID	Speed Indicator Device
SLA	Service Level Agreement
TRL	Transport Research Laboratory
TSRGD	Traffic Signs Regulations and General Directions
VAS	Vehicle activated speed warning sign